TOOLS FOR CONDUCTING CIVIC ANTI-CORRUPTION INVESTIGATIONS IN THE RUSSIAN FEDERATION
# TABLE OF CONTENTS

EXECUTIVE SUMMARY 3  
ACKNOWLEDGEMENTS 4  
INTRODUCTORY NOTE 5  
THE UNIFIED STATE REGISTER OF LEGAL ENTITIES 6  
THE WEB PORTAL FOR NATIONAL AND MUNICIPAL GOVERNMENT PROCUREMENTS 8  
THE LAND LOT AND REAL ESTATE OWNERS REGISTER (‘ROSREESTR’) 14  
PUBLIC OFFICIALS’ ANTI-CORRUPTION DECLARATIONS DATABASE (‘DECLARATOR’) 17  
CONFLICTS OF INTEREST: CASE STUDIES 18  
  1. FAMILY RELATIONS 18  
  2. FAMILY COMPANY IN PUBLIC PROCUREMENT 19  
  3. ISSUING BUILDING PERMITS TO RELATIVES’ COMPANIES 20  
  4. ASSIGNING LAND LOTS TO RELATIVES 21  
  5. MAKING A DECISION ABOUT ONE’S FORMER JOB 22  

<table>
<thead>
<tr>
<th>LIST OF FIGURES</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1</td>
<td>7</td>
</tr>
<tr>
<td>Figure 2</td>
<td>7</td>
</tr>
<tr>
<td>Figures 3, 4</td>
<td>9</td>
</tr>
<tr>
<td>Figure 5</td>
<td>10</td>
</tr>
<tr>
<td>Figure 6</td>
<td>11</td>
</tr>
<tr>
<td>Figures 7, 8</td>
<td>12</td>
</tr>
<tr>
<td>Figure 9</td>
<td>13</td>
</tr>
<tr>
<td>Figure 10</td>
<td>14</td>
</tr>
<tr>
<td>Figure 11</td>
<td>15</td>
</tr>
<tr>
<td>Figures 12, 13</td>
<td>16</td>
</tr>
<tr>
<td>Figure 14</td>
<td>17</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

This handbook provides you with efficient tools that will help you investigate potential conflict of interest cases in the Russian Federation, including family relations in administration, in government procurements, in issuing building permits and in assigning land lots, as well links between former work associates. These tools include the USRLE, the web portal for national and municipal government procurements, the land lot and real estate owners register (“Rosreestr”), Transparency International Russia’s own database of anti-corruption declarations by public officials called “Declarator”, as well as examples. Chapters of this handbook contain instructions on how to use Russian registers to search for information on possible conflicts of interest, as well as case studies:

1. The USRLE (http://egrul.na-log.ru) allows you to receive information about the founders and administrators of a company (CEO, chairman of the board, etc.) through searching by a company’s ITN/PSRN free of charge. However, it does not allow you to search by a resident's name, so you may have to use the commercial State Register of Legal Entities database called Kontur-Fokus (https://focus.kontur.ru). It allows you to search for legal entities by the names of their founders/CEOs for free, but full information on a legal entity is a paid service.

2. The web portal for national and municipal government procurements (http://zakupki.gov.ru) is a single Russian web portal where all the federal, regional and municipal administrative bodies publish the information on all their procurements. You can search using “All Orders and Procurements” using the ITN of the company whose participation in the national/municipal procurement is sought. The result should contain all the orders and procurements that the company was a part of, regardless of whether it has won or lost them. Alternatively, you can search through the register of national and municipal contracts by the company's data, including its ITN, and see the national and municipal contracts that were awarded to the company.

3. The land lot and real estate owners register, known as “Rosreestr” (http://rosreestr.ru), can provide you with an official extract about a land lot or real estate owner for a fee of around 170 rubles. You can search by the real estate's cadastral number, address, or the site's interactive map. To use Rosreestr, you will have to type in your e-mail address, as well as your personal data (your last, first and middle name, and your passport data). You can pay for the register's services using either Visa or Mastercard.

4. The Declarator project has been developed by Transparency International Russia (http://declarator.org) and contains a fully functional database of Russian state and municipal officials who publish anti-corruption declarations. This database can be very helpful in investigating potential cases of family links.

5. Particular case studies provided in this handbook include real examples of family relations in administrations, government procurements, issuing building permits and assigning land lots, as well as of links between former work associates that contain risks of corruption. These examples are used to show you how the tools described can be used to investigate cases of potential conflicts of interest.

Chapters 1-4 contain pictures that will make their use more convenient and intuitive for you.

While this handbook does not claim that its information will remain relevant in the long term, it will provide valuable tools for journalists, activists and experts investigating conflict of interest cases in Russia in the near future.
ACKNOWLEDGEMENTS

This handbook remains dependent on the collaboration of its contributors, most notably its authors, whose expertise has provided us with relevant and timely information for anti-corruption investigations.

We are very grateful to our Editorial Committee – Ilya Shumanov, Vladimir Kuzin and Roman Romanovskiy – and our amazing translator: Nikolay Kirichenko.

The editors of the handbook would like to thank the team at Transparency International Russia, especially the Kaliningrad office, who were instrumental in the development of the handbook: Alexey Shlyapuzhnikov, Gleb Gavrish, Denis Primakov, Andrey Jvirblis, Alexander Vavilov, Igor Sergeev, Konstantin Ostrovsky.

Many thanks are due to our colleagues across the Transparency International movement, from the Secretariat in Berlin to national chapters around the European Union, who made our task easier with their advice and information: Svetlana Savitskaya, Anne Koch, Valentina Rigamonti, Kevin Donegan, Mara Ramalho Mendes [TI Secretariat], Robert Barrington, Rachel Davies [TI UK], Eric Martin, Michael Walpen [TI Switzerland], Julien Coll [TI France], João Paulo Batalha [TI Portugal], Anna Damaskou [TI Greece], Sergejus Muravjovas [TI Lithuania], Oleksii Khmara and Andrey Marusov [TI Ukraine].

This year we are delighted to be working with professional designer Alexander Firsov, from Kaliningrad.

Additional thanks go to our TI Russia interns Susan Graham and Rico Dittrich, who helped us to collect data from open registers.

Last but not least, we would like to thank the leaders of TI Russia, Elena Panfilova and Anton Pominov, who empowered us to do such important work in a very short time.
INTRODUCTORY NOTE

Corruption-related crimes in the modern world frequently take place across borders, which means that they involve people who live in different countries. Developing countries and former socialist countries with their poorly functioning, corrupt institutions frequently force corrupt individuals to hold their assets abroad. Relatives of corrupt elites of various countries also prefer to live abroad. They are attracted not just to developed countries, but also to countries that show lenience when it comes to the sources of capital. A number of people that used to be among the ruling elites of some countries and were accused of corruption prefer to live in Russia, which itself is a country with a high level of corruption. A situation might occur in which the search for the source of money or hidden assets during an anti-corruption investigation will lead to Russia.

This guide provides instruments for civic anti-corruption investigations connected with the Russian Federation.

The guide is intended for civil activists investigating sources of funds, possible schemes of illicit enrichment, people involved in such enrichment, and hidden assets. It is based on Transparency International Russia’s investigation experiences and details the currently available tools for finding assets and uncovering abuses.
THE UNIFIED STATE REGISTER OF LEGAL ENTITIES

In the Russian Federation it is possible to access both the official and unofficial registries of legal entities. The Federal Tax Service of the Russian Federation (egrul.nalog.ru) provides the official register free of charge; the extracts are up to date, and can serve as official pieces of evidence. You can access information about the founders and the administrators of a company (CEO, chairman of the board, etc.) in a few minutes: all you need to do is type in the name of the legal entity or its ITN (Individual Taxpayer Number)/PSRN (Primary State Registration Number) (Fig. 1).

**Figure 1**

The ITN (called the INN in Russia) is an individual tax number assigned to all persons and legal entities. For most registries and databases in Russia, search is ITN-based. Searching by the name of a company might prove inefficient due to some legal entities having identical names. Sometimes a dozen companies with different ITNs might have the same name.
The Unified State Register of Legal Entities (USRLE) does not allow you to search by a resident's name to find out what companies are connected with a particular person. However, unofficial commercial registries allow you to do it. The State Register of Legal Entities Database, which is called "Kontur-Fokus" (https://focus.kontur.ru), allows you to search for legal entities by the names of founders/CEOs free of charge. Access to full information on a legal entity is a paid service, but you can find the companies belonging to a resident along with their ITNs for free (Fig. 2).

Figure 2

<table>
<thead>
<tr>
<th>ИП Путин Владимир Владимирович</th>
<th>产权单位</th>
<th>产权单位</th>
<th>产权单位</th>
<th>产权单位</th>
</tr>
</thead>
<tbody>
<tr>
<td>Исследование сигнализации рынка в здании общественного здания Санкт-Петербург, п-ов Ваза-лагерская, мн-ный завод Пеарес</td>
<td>ИНН: 7113103843</td>
<td>ОГРН: 10369327427</td>
<td>13.11.2003</td>
<td></td>
</tr>
<tr>
<td>ООО &quot;СТРЕПЕЦ&quot;</td>
<td>Прокат отдельной аренды</td>
<td>ИНН: 707412691</td>
<td>ОГРН: 10369327427</td>
<td>13.11.2003</td>
</tr>
<tr>
<td>ООО &quot;Алка&quot;</td>
<td>Подготовка продукции, покупка и продажа собственного машиностроения</td>
<td>ИНН: 6600353722</td>
<td>ОГРН: 10369327427</td>
<td>13.11.2003</td>
</tr>
<tr>
<td>ООО &quot;Виртус&quot;</td>
<td>Производство мебели &quot;в бытовых&quot; работ</td>
<td>ИНН: 6600353722</td>
<td>ОГРН: 10369327427</td>
<td>13.11.2003</td>
</tr>
<tr>
<td>ИП &quot;Социальная сфера баланса&quot;</td>
<td>Финансы</td>
<td>ИНН: 6629103746</td>
<td>ОГРН: 10369327427</td>
<td>13.11.2003</td>
</tr>
</tbody>
</table>

Figure 2
THE WEB PORTAL FOR NATIONAL AND MUNICIPAL GOVERNMENT PROCUREMENTS

There is a single Russian web portal where all the federal, regional and municipal administrative bodies publish information on all their procurements; the web portal's URL is www.zakupki.gov.ru. Searching for government procurements can be done on two pages: 'The Register for National and Municipal Contracts', and "All Orders and Procurements" (Fig. 3). With both pages, you should use the 'Extended search' («Расширенный поиск»). To search, you should set the menu up as following:

ALL ORDERS AND PROCUREMENTS

- Check all three laws that regulate the national and municipal order placement (No. 44-FZ, No. 223-FZ, No. 94-FZ), as the procurement may be conducted according to any one of the three (Fig. 4).
- In the "Stage of the procurement (placing the order)" field («Этап закупки (размещение заказа)»), check all the stages of the procurement, i.e. "Tendering" («Подача заявок»), "Committee work" («Работа комиссии»), "Procurement complete" («Закупка завершена»), "Procurement cancelled" («Закупка отменена») (Fig. 4).
- In the "Tenderer" («Участник размещения заказа») field you should type in the ITN of the company whose participation in the national/municipal procurement is sought (Fig. 4).

The result of the search should contain all the orders and procurements that the company in question was a part of. We should note that this type of search shows not only the bids that a company has won but also those that it has lost. You can ascertain the winner of a procurement in the procurement data (Fig. 5).

To improve the search, use the following options:

- Search by the ITN of the administrative body that places the procurement
- Search procurements by territory
- Search procurements by price range
- Search can be performed by one of the criteria – for example, if all the orders placed by a certain administrative body are required.
Figure 3

Figure 4

Data is provided in accordance with the laws: 44-FZ, 223-FZ, 94-FZ

Ordering party

Member of the RF (Russian Federation) of the ordering party

Tendering
Committee work
Procurement complete
Procurement cancelled

Tools for Conducting Civic Anti-Corruption Investigations in the Russian Federation
SEARCHING THROUGH THE REGISTER OF NATIONAL AND MUNICIPAL CONTRACTS

- Check the two laws that regulate the placement of the national/municipal order – No. 44-FZ and No. 94-FZ (Fig. 6).
- In the field that says "Contract status" («Статус контракта»), check all four stages of the contract fulfillment: "Fulfillment" («Исполнение»), "Fulfillment complete" («Исполнение завершено»), "Fulfillment stopped" («Исполнение прекращено»), "Cancelled register entries" («Аннулированные реестровые записи») (Fig. 6).
- In the field that says "Information on the supplier (executive, contractor)" («Информация о поставщике (исполнителе, подрядчике)»), enter the data on the company whose national/municipal contracts you are looking for. It is best to search by the company’s ITN (Fig. 7).

The results of the search should contain the national and municipal contracts that were awarded (Fig. 8).

Figure 6

To improve the search, use the following options:

- Search by the ITN of the administrative body that awarded the national/municipal contract
- Search procurements by territory
- Search by the contract price range
- Search information by the subject of the procurement and type of work
THE LAND LOT AND REAL ESTATE OWNERS REGISTER (‘ROSREESTR’)

The Federal Service for State Registration, Cadastre and Cartography (www.rosreestr.ru) can provide you with an official extract relating to a land lot or real estate owner. Extracts are available on any land lot or piece of real estate, whether it is a building, a house or an apartment. Any person can order such an extract; the reply takes two to five days and the cost is around 170 rubles.

To order an extract, you should visit Rosreestr's web portal (www.rosreestr.ru), choose "Information contained in the Single State Register of Rights to Real Estate and Transactions" («Предоставление сведений, содержащихся в ЕГРП (реестре прав)»), and then "NEW form for requesting the information from the Single State Register of Rights to Real Estate and Transactions" («НОВАЯ Форма запроса сведений из ЕГРП»). Then you should type in your e-mail address (Fig. 9).

Figure 9
You can use the following criteria to help you get the extract:

- The real estate’s cadastral number. To use this, check "Find an object" («Найти объект») and click the button that says "Find it through an online query" («Найти через онлайн запрос»). In the resulting menu, you should type in the cadastral number and click the button that says "Form a query" («Сформировать запрос») (Fig. 10).

Figure 10

- The address of the real estate. To use this, you need to check "Enter the address manually" («Указать адрес вручную») on the menu, then click the "Find it through an online query" («Найти через онлайн запрос») button. In the resulting menu you should enter the address of the object, choose its type (apartment, land lot, building, etc.) and then click "Form a query" («Сформировать запрос») (Fig. 11).
The Rosreestr web portal contains an interactive cadastral map (www.maps.rosreestr.ru) that shows the borders of land lots and references for the areas they are located in. You can also find out the cadastral number of the land lot you are interested in (Fig. 12).

After you click the "Form a query" button, you need to type in the applicant's personal data (last, first and middle name, as well as passport data) and check "I agree to transfer my personal data to Rosreestr" (Я согласен на передачу персональных данных в Росреестр). Then, in the next menu, click "Submit the query" (Отправить запрос) (Fig. 13).

We should also note that land lots and the real estate located on those lots have different cadastral numbers, and that in an apartment block each apartment has its own cadastral number. To find out the identity of the owners, you will have to make separate requests for the land lots and for the real estate objects.
Afterwards, you will receive an e-mail with a request to pay for the public service. The letter will contain a link to the Rosreestr site; after you click it, you will be transferred to the page where you can type in the payment code (also included in the letter) and choose to pay with either Visa or Mastercard.
The crowd sourcing-based Declarator project by Transparency International Russia’s Center for Anti-Corruption Research and Initiatives (www.declarator.org) contains a full-fledged database of the assets and income of Russian state and municipal officials who publish their anti-corruption declarations. Through the Declarator search field you can find public officials with identical names, and you can see the offices they hold that very well might turn out to be connected (Fig. 14). The project was created and is maintained by TI Russia with support from Slon.ru (an online media portal) and the Civic Initiatives Committee.

Figure 14
1. FAMILY RELATIONS

A story

The mother, Olga Gud, and her daughter, Irina Gud, both work in the administration of Guryevsky District. Olga Gud is the head of the Administrative Department and Irina Gud is the deputy head of the Architecture and Urban Development Department. In accordance with her official duties, the mother has managerial authority over her daughter.

How to search

1. The Declarator project by TI Russia (www.declarator.org) contains a full-fledged database of Russian state and municipal officials who publish their anti-corruption declarations. Through the Declarator search field you can find public officials with identical names, and you can see the offices they hold, which very well might turn out to be connected.

2. The official web portals of national and municipal administrative bodies usually have telephone listings and open databases for all officials and the offices they hold.
2. FAMILY COMPANY IN PUBLIC PROCUREMENT

A story

In 2013, SPC AMATEL, LLC, a company owned by the brother of the Kaliningrad Oblast governor Nikolay Tsukanov, won the state contract to deliver and install six rural health posts in country hospitals; its value was 13.2 million rubles.

How to search

1. First, you have to make a list of public officials who can influence the state and municipal procurement procedures (such as tendering agencies and committee members), or the parties that order the works (such as heads of the specialized departments and their deputies).

2. Using this list, you have to determine whether or not the public officials and their relatives (who fall under the "conflict of interest" category) own/run for-profit businesses as founders or operational managers (CEOs). The USRLE database called "Kontur-Fokus" (focus.kontur.ru) gives you the opportunity to use its free version to find a legal entity by the last and first name of its founder/CEO. However, accessing extended information on a legal entity is a paid service.

3. Next, you should check whether the discovered companies owned/run by public officials or their relatives have participated in national or municipal procurements and signed corresponding contracts. The official web portal for national and municipal procurements (www.zakupki.gov.ru) contains information on all the procurements by federal, regional and municipal administrative bodies. To get the information you need, you can search by the ITN of a legal entity. This will show you if it has participated in tenders (in the "All Orders and Procurements"—"Extended search" («Все заказы и закупки» — «Расширенный поиск») section, as well as in the Register for National and Municipal Contracts—Extended search («Единый реестр государственных и муниципальных контрактов» — «Расширенный поиск») section. It is necessary to search both sections at the same time because it is possible that you will not be able to find the procurement information in the first section, but you will find the contract. Also, during the extended search, you should type in all the procurement stages – the corresponding option is not initially defined, and you will have to do it manually each time. Also, the web portal allows you to search for procurements and contracts by the administrative body that is the ordering party; to do so, you have to enter its ITN in the required field.

4. The summarised extract from USRLE can be obtained on the official web portal of the Russian Federal Tax Service (egrul.nalog.ru) by typing in the legal body’s ITN.
3. ISSUING BUILDING PERMITS TO RELATIVES’ COMPANIES

A story

VESTA PLUC, LLC, a company owned by Yekaterina Kovalskaya, the wife of Alexander Kovalsky, the head of the Svetlogorsky District, received a permit to build an apartment hotel from his administration. Alexander Kovalsky personally signed the permit that was issued to his wife.

How to search

1. The law requires the builder to post two declarations during project construction: the project declaration and the construction declaration. They must contain the information on the construction (the ordering party, the contractor, the construction period, the permit, etc.). The construction declaration must be hung on the construction site’s fence, and the project declaration must be posted on the builder’s website. However, builders rarely publish the declarations on their official websites, usually publishing them elsewhere on the Internet, far away from their own pages.

2. Go to the USRLE database (egrul.nalog.ru) and check the data on the builder you have acquired from the declarations. See if the company’s founders include the relatives of local public officials.

3. Another way is to go to the Rosreestr database (www.rosreestr.ru) and check out the owner of the land lot where the construction takes place. The extract will take a few days to produce, and will cost a fixed sum of 170 rubles.
4. ASSIGNING LAND LOTS TO RELATIVES

A story

In 2007, the head of the Korenovsky District (Krasnodar Krai) issued an order to transfer two land lots, each totaling 1,000 m², from the municipality to his close relatives without a tender. The Investigate Committee of the Russian Federation started a criminal case based on this fact.

How to search

1. The official websites of regional and municipal administrative bodies usually have the information on land lot tenders and assigning orders. The most dependable way to obtain this information is through the official media such as district and city newspapers, which print all the orders, acts and other official documents issued by local authorities. If you are conducting an investigation, then local libraries that keep all the issues of local newspapers will also be helpful.

2. Also, you can find out the owner of a land lot by ordering an extract from the Rosreestr (see 3.3 above).
5. MAKING A DECISION ABOUT ONE’S FORMER JOB

A story

Kirill Yutkin, former deputy CEO of Kaliningrad energy provider Yantarenergo, switched jobs and started working for the Kaliningrad Oblast State Service for Regulation of Prices and Tariffs. This service exercises power towards his former employer. Kirill Yutkin had not declared this “conflict of interest” in any way and started to sign orders and acts towards Yantarenergo. Before he was discovered, he had signed about 150 such documents.

How to search

Orders issued by federal, regional and municipal administrative bodies are published on their official websites or in the official media, i.e. local newspapers. Certain statutory enactments can also be located with the help of systems such as “Garant” (www.garant.ru) and “Konsultant” (www.consultant.ru). Usually the biographies of public officials are available on the official websites of administrative bodies, or in the mass media. Currently Russia has no official databases on the professional experience of its citizens.